

PLANS AND PROGRESS

DEPARTMENT OF CITY PLANNING

CHICAGO

White House Conference Delegates Discuss Opportunities for Cities

RENEWAL DEPARTMENT
ESTABLISHED BY COUNCIL;
COMMISSIONER NAMED

Does the federal government encourage construction of community fall shelters? How can urban mass transportation be improved? What can be done to solve the problems of families displaced by urban renewal projects?

These were some of the questions asked by citizens at the White House National Conference in Chicago, November 7 and 8. Some 1,200 delegates attended, from Illinois, Indiana and parts of Wisconsin.

The Kennedy administration is sponsoring a series of conferences throughout the country, "to report to the people on steps taken by the government, and to obtain a report from the people on their problems and future needs."

Four major subjects were covered—opportunities for cities, senior citizen employment and economic growth, youth.

Robert C. Weaver, administrator of U.S. Housing and Home Finance Agency, gave the keynote address for "Opportunities for Our Cities"

session.

Governor Otto J. Kerner and Mayor Richard J. Daley welcomed delegates. John G. Duba, to be commissioner of the new city Department of Urban Renewal, spoke at the opening session. He stressed the need to educate the public to accept change through urban renewal.

Federal, state and local officials participated in three panels on Opportunities for Cities. Their subjects were planning and growth, community facilities and urban renewal.

Commissioner Ira J. Bach, in the urban renewal panel, described current work in Chicago on the General Plan and the Community Renewal Program, being prepared simultaneously. He stated that the city's emphasis is on rehabilitation, rather than clearance, in its renewal program.

"There has never been a period in Chicago's history in which housing standards have risen as they have between 1950 and 1960," D.E. Mackelmann, commissioner of the Community Conservation Board, said in answer to

(Continued on next page)

The Chicago Department of Urban Renewal was established by ordinance at the City Council's October 25 meeting.

John G. Duba has been named commissioner of urban renewal by Mayor Richard J. Daley.

Effective January 1, 1962, the department will incorporate the functions of the Chicago Land Clearance Commission and the Community Conservation Board.

As the Mayor's administrative officer since December 1957, Duba has supervised the city's public works program.

He is vice chairman of the Mayor's Committee on Urban Renewal, consisting of the executive officers of departments and agencies involved in the renewal program. The committee coordinates and establishes policy for renewal activities.



John G. Duba

A five-member board will supervise the Department of Urban Renewal. Members will be appointed by the Mayor, with the approval of the City Council. Duba, as commissioner, will also serve as chairman of the department.

The new agency will be responsible for both redevelopment and conservation projects, under the city ordinance and the state Urban Renewal Consolidation Act of 1961, which authorized establishment of the department.

Mayor Daley also named D. E. Mackelmann, commissioner of the Community Conservation Board, as deputy commissioner of urban renewal.

A committee of the Chicago Section, American Institute of Planners, has endorsed the consolidation ordinance as furthering the "comprehensive planning efforts of the City of Chicago."



Chicago's changing riverfront today, looking east from the LaSalle Street bridge. The City tower rises on the north bank (left). United of America building (right) is under completion. See inside for past and future views of riverfront, and article on central area developments.

(Continued from front page)

a question on relocation. "This was a period in which there was more relocation than ever before."

Mass transportation was a major discussion topic in the panel on planning and growth. Virgil E. Gunlock, Chicago Transit Authority chairman, said median strip rapid transit in the Northwest Expressway could attract as many as 30,000 additional CTA users.

However, Weaver noted that the amount of federal money now available to support mass transit is small compared to the need.

Many delegates at the community facilities panel asked what the federal government is doing about fallout shelters. Edward McDermott, deputy director, White House Office of Emergency Planning, said community shelters would be eligible for planning advances and grants for construction from the Community Facilities Administration.

STAFF HONORS, ACTIVITIES

The September issue of *Progressive Architecture* includes an illustrated article on a suspension structure designed by Alfred Caldwell, general plan division. He prepared drawings for this experimental type of building while he was a professor in the Department of Architecture at the Illinois Institute of Technology.

Recent speaking engagements by department staff members include:

Richard McKinnon, general plan division, on transportation planning, Zion Lutheran Church Social Club, October 10.

Richard Youhn, public information section, on Chicago's planning program, at Henry Horner Lodge of B'nai B'rith on October 11, and at the Square Post No. 232 of the American Legion on October 24.

DEPARTMENT SETS GOALS FOR 1962 WORK PROGRAM

Completing staff work on the 1961 General Plan and increasing advisory and review services are the key objectives of the department's 1962 work program.

Research studies on such subjects as population, industry, business and commerce, the central area, residential areas, recreation, community facilities and transportation will be completed by the end of the year. Draft of the plan will be reviewed, publication in 1963.

The Inter-Agency Planning Referral Act, adopted by the Illinois General Assembly this year, will increase the department's project review activities.

The act requires Chicago Planning Commission review of all public projects which affect property within the city. The department, as the commission's executive arm, will be responsible for staff work on these referrals. The coordination division will supervise project review activities, in conjunction with the other department divisions.

Preparation of the Community Renewal Program for Chicago will continue next year, under the general direction of the commissioner and deputy commissioner of city planning.

Accomplishments on the Community Renewal Program to date include preparation of maps on 1960 Census of Housing data, on building permits for alterations, and on industry and industrial renewal. Scheduled capital improvements which could be used for local non-cash credits for matching federal renewal funds have been analyzed.

A review of a 1959 field survey of commercial blight and an analysis of possible non-clearance renewal techniques have been initiated.

Regular department services will continue next year. The city's report on the Workable Program for Community Improvement and periodic reports on urban renewal will be prepared.

The 1962-1966 Joint Capital Improvements Program will be published early in 1962.

Proposed amendments to the zoning ordinance will be reviewed for their conformity to long-range planning objectives. The zoning division will also work with developers interested in preparing Planned Development amendment applications under the zoning ordinance.

The staff will also continue to provide information to citizens and other government agencies on project and planning activities.

COMPARISON OF HOUSING QUALITY IN 22 SELECTED CITIES⁽¹⁾

U.S. CENSUS OF HOUSING: 1950 AND 1960

(Percent of Total Units)

	DILAPIDATED UNITS		NON-DILAPIDATED UNITS LACKING PLUMBING FACILITIES ⁽²⁾		TOTAL SUBSTANDARD UNITS ⁽³⁾	
	1950	1960	1950	1960	1950	1960
1 Atlanta	16%	8%	23%	10%	39%	18%
2 Baltimore	7	3	13	3	20	6
3 Boston	6	4	11	12	17	16
4 Buffalo	5	4	8	6	13	10
5 Chicago	6	3	17	11	23	14
6 Cleveland	5	3	9	7	14	10
7 Dallas	7	4	14	6	21	10
8 Detroit	4	3	6	4	10	7
9 Jersey City	5	4	13	13	18	17
10 Kansas City, Mo.	6	3	5	5	25	15
11 Los Angeles	4	1	5	5	9	6
12 Minneapolis	4	3	18	12	22	15
13 Newark	10	7	13	11	23	18
14 New York	5	3	7	7	12	10
15 Oakland	4	2	8	6	12	8
16 Philadelphia	4	2	10	4	14	6
17 Pittsburgh	7	4	27	14	34	18
18 St. Louis	10	4	25	18	35	22
19 St. Paul	4	3	19	9	23	12
20 San Francisco	3	2	8	12	11	14
21 Seattle	3	2	9	10	12	12
22 Washington, D.C.	4	1	9	9	13	10

SOURCE: U. S. Bureau of the Census
FOOTNOTE:

- (1) Includes the major cities in the 17 Standard Metropolitan Areas for which data on COMPONENTS OF CHANGE in The Housing Inventory will be published in part of The 1960 Census. Caution should be employed in using Comparative Data for cities which annexed territory.
- (2) For 1960, includes units in the "sound" and "deteriorating" categories which lacked basic plumbing facilities.
- (3) Total Substandard units includes dilapidated units and those non-dilapidated units which lacked basic plumbing facilities.

POPULATION GROWTH IN THE CITY OF CHICAGO 1900 - 1960

This report describes zonal variations in population growth and distribution in the City of Chicago for the period 1900 to 1960. More detailed source material is presented in the inner pages of this booklet in the form of a map that shows population per square mile for each of the last six decades. The map on page 4 depicts the areal pattern of these changes between 1950 and 1960.

The primary objective of this report is to provide a historical frame of reference concerning important demographic trends in Chicago for the purpose of comprehensive city planning. Additionally, it is anticipated that the dissemination of research findings by the Department of City Planning will be helpful to other agencies and organizations whose work requires factual knowledge of population trends. Among these are governmental organizations, public and private health and welfare agencies, public and private research organizations, and the business community in general.

POPULATION GROWTH 1900-1960

The numerical and percentage increases in population for each ten-year period are shown in Table 1. Between

TABLE 1
Population Growth in City of Chicago, 1900-1960

Year	Population	Increase or decrease over preceding decade	
		Numerical increase or decrease	Percent increase or decrease
1900	1,698,575	-----	---
1910	2,185,283	486,708	28.7
1920	2,701,705	516,422	23.6
1930	3,376,438	674,733	25.0
1940	3,396,808	20,370	0.6
1950	3,620,962	224,154	6.6
1960	3,550,404	-70,558	-1.9

1900 and 1960 the total population of Chicago increased from 1,698,575 persons to 3,550,404, a net gain of 109.0

per cent. The bulk of this growth, however, was concentrated in the earlier decades of this period when Chicago was undergoing its most dramatic urban expansion of the century. Growth rates in excess of 20 per cent are reported for each ten-year interval between 1900 and 1930. From 1930 to 1940, however, the city experienced a negligible 0.6 per cent increase, and a slight gain of 6.6 per cent in 1950. The decade 1950 to 1960 is noteworthy for its 1.9 per cent loss in population.

POPULATION GROWTH BY DECADES

The pattern of zonal variation in relative population growth for each decade within the period under consideration is presented in Table 2. Zonal variations in population growth between successive decades are shown vertically.

TABLE 2
Percentage Growth in Population by Distance from Center of the City of Chicago: 1900-1960

Zones (in miles from center)	1900 to 1910	1910 to 1920	1920 to 1930	1930 to 1940	1940 to 1950	1950 to 1960
0	3.66	-31.49	-23.32	-24.66	12.24	- 9.88
1	34.13	-18.51	-20.28	- 6.41	13.47	-17.63
2	27.67	-11.04	-14.53	- 8.58	6.35	-15.53
3	25.89	11.49	- 3.62	- 2.67	8.49	- 9.80
4-5	50.00	34.94	13.58	1.56	1.57	- 8.78
6-7	78.18	69.98	50.47	2.44	1.12	- 4.29
8-9	54.82	104.07	130.90	4.23	6.92	9.19
10+	28.46	41.93	85.84	6.39	43.41	34.81
City Index of Dissimilarity	28.7	23.6	25.0	0.6	6.6	- 1.9
	5.6	12.2	13.5	1.8	2.8	5.2

During the decade 1900 to 1910, every zone from the

This Information Bulletin is issued by the Department of City Planning, Larry Reich, assistant commissioner of planning and research; Paul N. Zimmerer, director of research. Erwin Stein, research planner, analyzed the data and prepared the report.

CITY OF CHICAGO

Richard J. Daley, Mayor



DEPARTMENT OF CITY PLANNING

Ira J. Bach, Commissioner

Clifford J. Campbell, Deputy Commissioner

CHICAGO PLAN COMMISSION

John L. McCaffrey, Chairman

center of the city experienced a substantial growth in population. The two decades 1910 to 1920, and 1920 to 1930, are characterized by substantial losses of population in the innermost zones of the city, and an accelerated growth in the outer zones, particularly those at a distance of 8 or more miles from the center of the city.

A similar pattern of growth on a more moderate scale is evident for the 1930-1940 decade. Each distance zone within 4 miles of the center of the city lost population, with the greatest percentage decrease occurring in areas within 2 miles of the center. Concomitantly, each distance zone beyond 4 miles gained population at a rate equal to or greater than that for the entire city.

The 1940-1950 data, however, indicate a somewhat different pattern of growth. Those areas that increased most rapidly are the most central and the peripheral zones in the city. For example, the rates of growth for zones 0 and 1, and 10 or more, are greater than any of the intermediate zones. Every intermediate zone, except zone 3, gained population at a slower rate than that for the entire city.

Between 1950 and 1960, zones within 7 miles of the center of the city lost population at a rate greater than the city-wide average, whereas zones at a distance of 8 or more miles from the city's center grew moderately.

TRENDS IN POPULATION GROWTH BY DISTANCE ZONES.

Trends in zonal variation in population growth can be traced by viewing the horizontal rows of Table 2. The area within 2 miles of the center increased in resident population from 1900 to 1910, and declined steadily thereafter. The trend of a declining population in the central areas was reversed in the decade 1940 to 1950, during which the resident population within 2 miles of the center of the city increased by an average rate of 10.7 per cent, as compared to 6.6 per cent for the entire city.

Population growth in the area 3 miles from the center decelerated by 1920, and declined slightly in 1930 and 1940. A reversal was experienced during the 1940 to 1950 decade, followed by a resumption of population loss between 1950 and 1960.

Zones at a distance of 4-7 miles from the center experienced a decelerated rate of growth in each decade to 1950, followed by moderate losses in 1960.

The outer areas of the city, 8 or more miles from the center, grew most rapidly between 1900 and 1930, but declined sharply in the next decade. Rates of increase for the period 1940 to 1960 indicate a gradual upward turn in growth, particularly in the outermost zones of the city.

ZONAL REDISTRIBUTION OF POPULATION

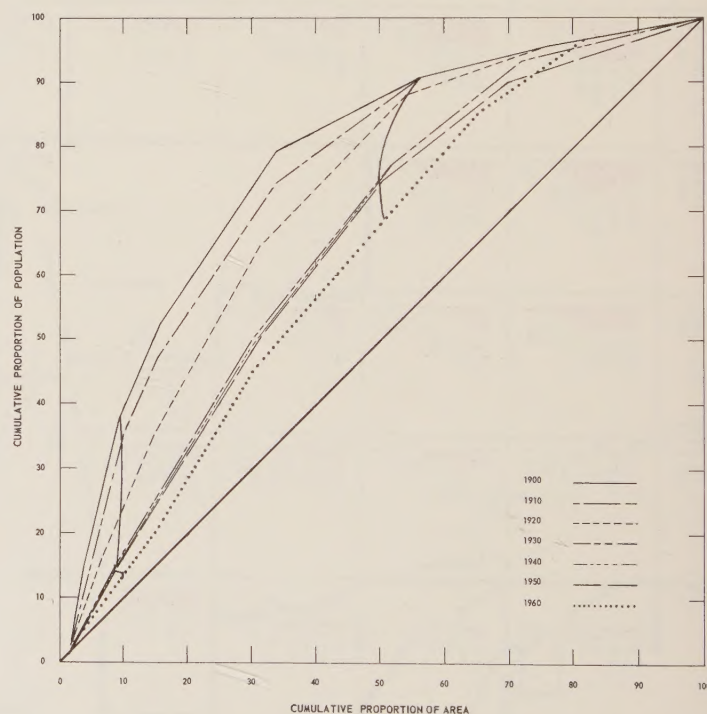
These fluctuations in growth, documented in the preceding section, have been significant in the redistribution of the population from the older built-up central districts of the city to the fringe areas. A summary measure of the over-all displacement in population distribution between successive decades is an index of dissimilarity, shown on the bottom line of Table 2. This index of dissimilarity is based upon

the percentage point differences between the population at each census. It indicates the relative amount of redistribution required, if the distribution of population in successive decades were made to match each other on a proportional basis. For example, the first index indicates that 5.6 per cent of the 1910 population would have to shift their residential location if their areal distribution were to be made identical with the distribution of the population in 1900.

In general, the redistribution process parallels the fluctuations in growth discussed previously. Values of the index for each census interval indicate the greatest redistribution of population for the decades 1910 to 1920, and 1920 to 1930, when growth rates were at their peak for the entire 60-year period. The next decade was one of marked stability and negligible growth, followed by a gradual increase in intra-city movement in 1950 and 1960. The decade 1950 to 1960 may be cited as the first instance in this century when the amount of redistribution appreciably exceeds the rate of growth.

The direction of redistribution over time has been towards increased decentralization of the city's population. This may be seen graphically from Figure 1, in which the cumulative proportion of population in each distance zone

FIGURE 1
Cumulative Proportion of Population in Each Distance Zone
vs. the Cumulative Proportion of Area
in Each Distance Zone



is plotted against the cumulative proportion of land area in each distance zone. In the diagram of Figure 1, the diagonal line represents the hypothetical case of zero centrali-

zation, where the cumulative distributions are identical. The greater the departure of the curve from the diagonal, the greater the degree of centralization --i.e., concentration of population in the inner zones of the city.

The vertical lines present a comparison of the proportion of population within given distance intervals for each of the base years. The area to the right of the lower line indicates the proportion of population in zones 0 to 2; the area between the two lines shows the proportion of population in zones 2 to 7; and the area to the left of the upper line gives the proportion of population in the outermost zones of the city. In general, a consistent downward movement of the line is evident from 1900 to 1960. It is clear, upon visual inspection of this graph, that a smaller proportion of the population clustered in the inner zones in 1960 than in 1900. Conversely, a greater proportion of the city's population resided in the outer zones in 1960 as compared to earlier decades.

To reduce the comparison to a numerical basis, the area between the curve and the diagonal may be expressed as an index in relation to the entire area below the diagonal. The magnitude of the indexes presented in Table 3 declines steadily in each decade of the period 1900 to 1960.

TABLE 3
Actual and Expected Centralization Indexes
for Each Decade
1900-1960

Year	Actual	Expected	Difference
1900	.55	---	--
1910	.52	.55	-.03
1920	.43	.54	-.11
1930	.32(39)	.56	-.24
1940	.32(35)	.34	-.02
1950	.30	.32	-.02
1960	.24	.30	-.06

Some limited inferences as to the over-all relationship between population growth and expansion (decentralization) may be made by computing the expected distribution of population by zones for each decade that would be obtained solely on the basis of population growth. This distribution is obtained by applying the proportional city-wide increase between two successive decades as a standardized rate to the population distribution of the previous decade. This method generates a distribution of population that is solely attributable to growth.

These data can then be used to compute centralization indexes, and compared to those actually observed. The difference between the actual and expected indexes, therefore, are due to factors other than population growth per se.

The expected indexes, shown in Table 3, indicate that decentralization has proceeded at a faster rate than would be expected solely on the basis of population growth. In each decade expected centralization indexes exceed those actually observed.

The deviations between actual and expected centralization indexes are shown in the last column of Table 3. For the decades of 1910, 1940, and 1950, actual and expected centralization indexes are well in accord with one another. That is, deviations between them are virtually nil. It is noteworthy, however, that the greatest deviations between the actual and expected centralization indexes are observed for 1920 and 1930--suitable dates for the introduction and diffusion of the automobile on a mass scale. Whereas the expected centralization indexes for these two decades are .52 and .43 respectively, the actual indexes are .43 and .32. Similarly, a comparison of the actual and expected centralization indexes for 1960 reveals an increase in expansion at the periphery while the city as a whole lost population.

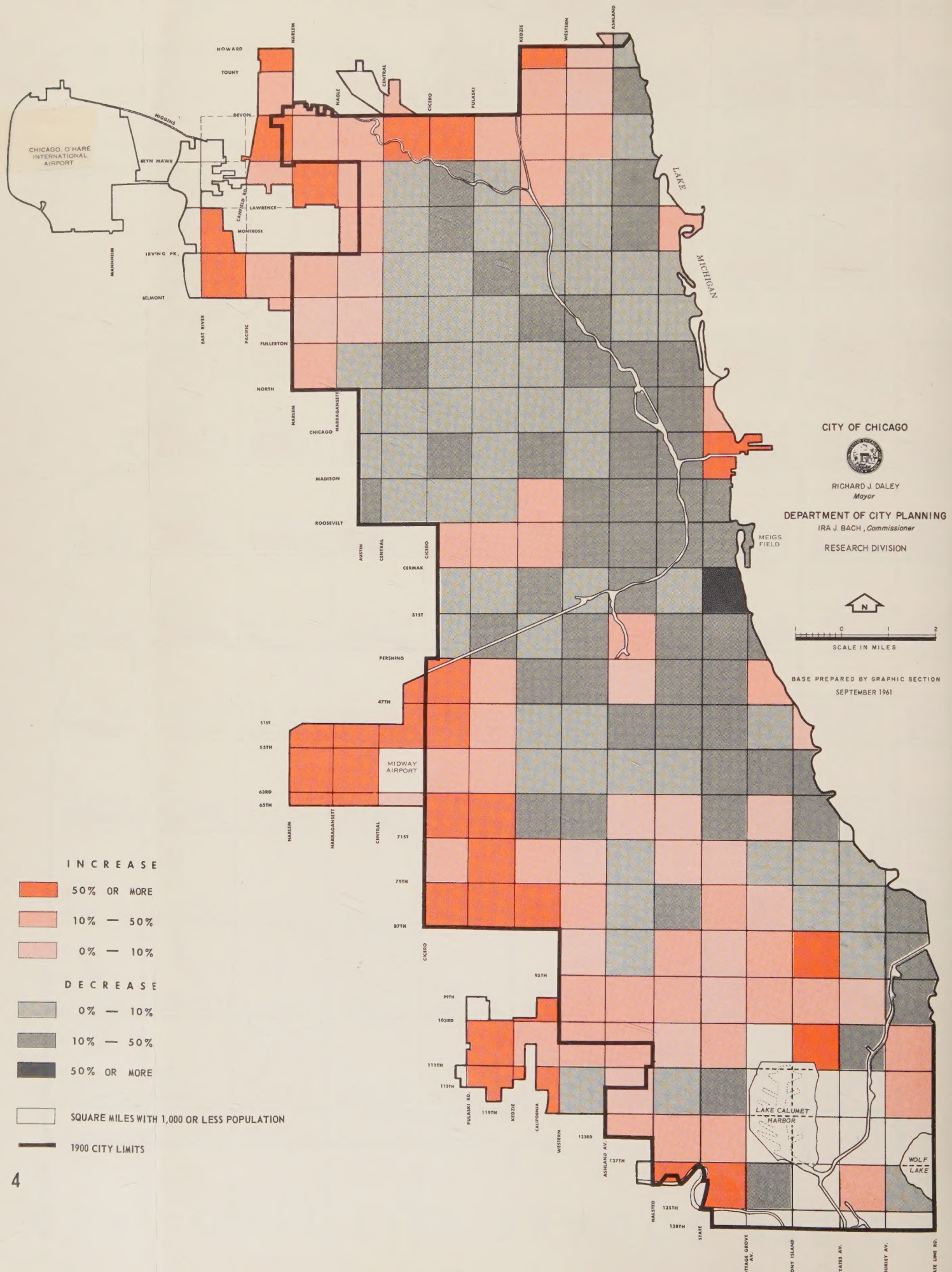
It may well be that these data reflect the transition from urban to metropolitan development, though this transition is difficult to see from the somewhat constricted viewpoint of the central city alone. The speculation may be ventured, however, that the urban structure may develop more by expansion than by population growth in ensuing decades; and secondly, that this expansion is apt to be more independent of population growth than in preceding decades.

In the initial stages of expansion Chicago has grown outward from its center of origin. This expansion has proceeded through the steady pressure of an accumulating population. Subsequent phases of expansion, however, are increasingly mediated by the introduction of variables other than population growth per se. For example, the congestion in the older central areas of the city, and the development of new housing and retail outlets at the periphery, are themselves conducive to decentralization. Expansion, in this instance, reflects a combination of "push-pull" factors in the urban environment, rather than the continued accretion of population. As such, this expansion is relatively independent of population growth and may be considered a spatial manifestation of metropolitan organization.

This pattern is more readily observable, of course, if the areas beyond the corporate limits of the city are included in the analysis. For example, one aspect of the decentralization of residences in the metropolitan community can be seen in the form of commutation patterns through which the central city and its hinterland environs are linked in a daily interchange of personnel.

The trend towards decentralization, however, may be modified by the operation of the Central Area Plan which proposes to emphasize the creation of new residential communities for middle-income groups who wish to live in the inner areas of the City.

PERCENT CHANGE IN POPULATION , CITY OF CHICAGO, BY SQUARE MILES, 1950 - 1960



Central Area Developments Move Plan Toward Realization

Public and private programs begun in the last three years have moved the proposals of the 1958 Development Plan for the Central Area of Chicago toward realization.

A review of projects related to the recommendations indicates the plan's important role. It has helped guide development for the benefit of all Chicago citizens in the 13-square mile area bounded by North Avenue, Lake Michigan, 26th Street and Ashland Avenue.

GOVERNMENT BUILDINGS. The plan called for two new complexes of public buildings, a City-County Administration Center on the north end of the Loop and a Federal Center on the south end.

Today, land acquisition and final drawings are under way for the Administration Center. It will adjoin the existing City Hall-County Building. A new plaza will provide much-needed downtown open space.

The first building in the Federal Center is now under construction at 100 North Dearborn and Adams.

UNIVERSITY OF ILLINOIS. A new area site has been selected by the university's Board of Trustees. The first stage of the campus, immediately southwest of the main expressway interchange at Halsted Street, will open in 1964.

HOUSING. The plan proposed 100 new near-downtown dwellings. Among the private developments announced or initiated since the plan is Marina City. Its twin cylindrical towers containing about 100 apartments will adjoin a commercial building and a theater.

The recently announced Lake Shore Plaza and Illinois Center projects will help carry out a plan proposal for development of railroad air

rights east of Michigan Avenue and south of the Chicago River.

In addition to apartment buildings, proposed construction includes hotel and office structures in this area. The department is now studying these proposals for their conformity to lakefront development policies.

Residential urban renewal projects in the central area have also moved forward. The Chicago Land Clearance Commission approved the site plan for the North-LaSalle project in October.

The \$40 million development will include about 1,900 dwelling units, in a variety of structure types, including apartment buildings, atrium houses and town houses.

The project plan for the Community Conservation Board's Near West Side Urban Renewal Area has received federal approval, pending approval by local agencies.

TRANSPORTATION. The recently completed Ohio-Ontario connector between the Northwest Expressway and Lake Shore Drive is an important link in the plan's proposal for a system of central area distributor roadways.

Engineering drawings are now under way for the redesign of Lake Shore Drive just south of the Chicago River. As recommended in the plan, the present double right-angle turn will be replaced by two sweeping curves. This section of the drive will be at a level beneath the proposed private residential air rights development.

RECREATION. Another proposal was to increase the accessibility and usability of Grant Park. The new music amphitheater east of the Art Institute will be an important step

ADDRESSES SCHEDULED FOR NOVEMBER

Commissioner Ira J. Bach and Larry Reich, assistant commissioner of planning and research, are participants in "The Future of Northeastern Illinois," lecture and discussion series at the University of Chicago Downtown Center.

Bach is scheduled to speak November 29 on "The Impact of Chicago's Plans on Northeastern Illinois," and Reich for November 1, on "Solving Chicago's Open Space Problems."

Deputy Commissioner Clifford J. Campbell is a member of a panel discussion on "Social Goals of the City," at the annual conference of the American Institute of Planners in Detroit, November 27.

in this direction.

COMMERCIAL DEVELOPMENT

The plan called for westward expansion of the Central Commercial District. Several new buildings have been completed near the south branch of the river, including the Mercantile National Bank and the Hartford Fire Insurance building.

Other major recommendations of the Central Area Plan remain to be achieved. Consolidation of the south-of-the-Loop railroads and redevelopment of the Near South Side continue to be primary planning objectives.

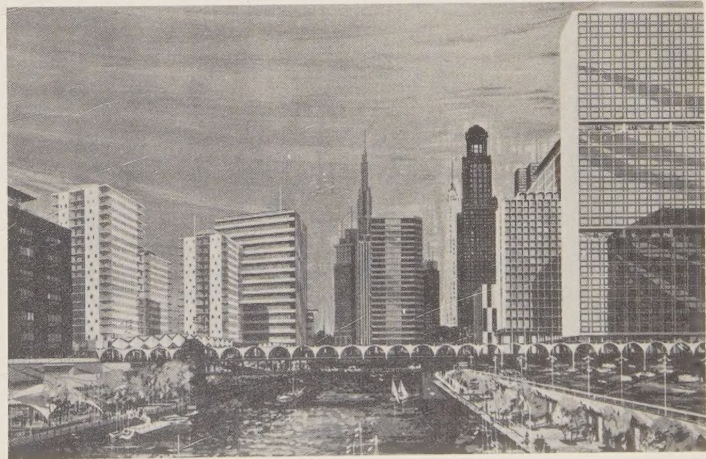
A Transportation Center west of the river near Madison Street and industrial-commercial renewal of an area northwest at the Congress expressway interchange are other goals of the plan.

Central area developments have demonstrated the effect which a planning program can have, by guiding public action and by encouraging desirable patterns of private investment.

Ira J. Bach



Main channel of Chicago River in 1958, when Development Plan for the Central Area was announced. View is looking east from LaSalle Street bridge.



Perspective of proposed riverfront development in Central Area Plan, viewed from same location. Residential buildings would line north bank, with office buildings on the south.

DEPARTMENT OF CITY PLANNING

City of Chicago

Ira. J. Bach
Commissioner of City Planning



Clifford J. Campbell
Deputy Commissioner of City Planning

Hon. Richard J. Daley
Mayor

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PLANS AND PROGRESS

DEPARTMENT OF CITY PLANNING

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LOYOLA AWARDS PRESENTED TO CAMPBELL, GOLDBLATT

Deputy Commissioner Clifford J. Campbell and Joel Goldblatt, member of the Chicago Plan Commission, were among the eight persons to receive Loyola University Founders' Day awards on October 31.

Campbell's award was "for fostering interracial harmony in Chicago."

In addition to his department position, Campbell is a member of the Commission on Human Relations, the Commission on Youth Welfare, the Mayor's Committee on New Residents and the



Clifford J.
Campbell

Board of Directors of the Catholic Interracial Council.

Goldblatt, president of Goldblatt Bros. department stores, was cited "for his efforts in seeking better health services for his fellow men."

He was first appointed to the Plan Commission in 1950. He has been a director of Michael Reese Hospital and a governor of the hospital's Institute for Psychosomatic and Psychiatric Research and Training.



Joel Goldblatt

RENEWAL PROPOSALS APPROVED

Three urban renewal proposals were approved by the Chicago Plan Commission at its October meeting:

--Redevelopment plan for the Chicago Land Clearance Commission's 17.7-acre Noble-Division project, providing for institutional and a variety of residential uses.

--Four new sites for Chicago Housing Authority housing for the elderly, totaling 963 dwelling units: 31st-Wentworth, Madison-Paulina, Fifth-Millard and Broadway-Ardmore.

--A CHA proposal to acquire a small parcel of land adjacent to the Jane Addams housing project, for construction of a community building.